

Message Text

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ACTION EB-08

INFO OCT-01 EUR-12 ISO-00 CAB-02 CIAE-00 COME-00
DODE-00 DOTE-00 INR-10 NSAE-00 FAA-00 L-03 SS-15
NSCE-00 SSO-00 INRE-00 /051 W
-----025151 311659Z /44

O 311616Z JUL 78

FM AMEMBASSY ROME

TO SECSTATE WASHDC IMMEDIATE 4578

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EO 11652: NA

TAGS: EAIR, IT

SUBJ: CIVAIR: GOI THREAT TO PAN AM FLIGHTS BEYOND ROME

REF: (A) STATE 191605; (B) ROME 13937

SUMMARY. FOLLOWING UP ON ECMIN DISCUSSIONS WITH MFA OFFICIAL DI MUCCIO AND CIVILAVIA DIRECTOR GENERAL COLLINI ON SATURDAY (REFTELS), EMBOFF TOGETHER WITH PAA LOCAL REPRESENTATIVE GUZZARDO MET TODAY WITH CIVILAVIA OFFICIALS CINA AND LASSANDRO TO DISCUSS GOIOBJECTIONS TO PAA 747 EASTBOUND FLIGHTS CARRYING MORE THAN 185 PAASSENGERS. UPON PRESENTATION OF US POSITION AND PAA FLIGHT DATA INDICATING THAT FOR THE SUMMER 1978 SEASON PAA HAD NOT CARRIED NOR WILL LIKELY CARRY MORE THAN AVERAGE OF 195 PASSENGERS (FIFTH FREEDOM ACCORDING TO PAA DEFINITION) BEYOND ROME PER 747 FLIGHT, CIVILAVIA AGREED TO CLEAR PAA FLIGHTS FOR TAKE-OFF BUT ALSO TO CONTINUE DISCUSSION IN OFFICIAL CHANNELS. US AND ITALY CLEARLY DISAGREED ON FORZEN CAPACITY LEVEL FOR US AIRLINES IN 1978 SUMMER SEASON AS WELL AS DEFINITION OF FIFTH FREEDOM TRAFFIC. END SUMMARY.

1. CIVILAVIA POSITION IS AS FOLLOWS (1) PAA CAPACITY ON EASTBOUND 747 FLIGHTS IS LIMITED TO 147 SEATS-THE 707 CAPACITY LEVEL WITH A FIRST CLASS/ECONOMY CLASS
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CONFIGURATION; (2) THE LIMIT APPLIES ON A FLIGHT BY FLIGHT BASIS; (3) THE CAPACITY LEVEL IS FROZEN AT THE LEVEL OPERATED IN SUMMER 1977; AND (4) THE LIMIT ON FIFTH FREEDOM TRAFFIC INCLUDES ALL PASSENGERS CARRIED BEYOND ROME, NOT JUST THOSE TICKETED AND BOARDED IN ROME.

2. US POSITION AS PRESENTED IN THE MEETING WAS THAT
(1) PAA CAPACITY LEVEL IS BASED ON 185 SEATS CORRESPONDING
TO A 707 ALL ECONOMY CLASS CONFIGURATION; (2) PAA
CAPACITY ON 747 EASTWARD BOUND FLIGHT IS LIMITED TO
AN OVERALL CAPACITY LEVEL OF AN AVERAGE 185 PASSENGERS
PER FLIGHT DURING THE ENTIRE SUMMER SEASON-I.E. NOT
ON A FLIGHT BY FLIGHT BASIS; (3) THE CAPACITY LEVEL
IS FROZEN AT THE LEVEL ORIGINALLY FILED FOR THE SUMMER
1977 SEASON; AND (4) THE LIMITED ON FIFTH FREEDOM TRAFFIC
APPLIES ONLY REPEAT ONLY TO PASSENGERS TICKETED AND
BOARDED IN ROME.

3. IN MEETING WITH EMBOFF AND PAA REP GUZZARDO
JULY 31, CIVILAVIA OFFICIALS CINA AND LASSANDRO INITIALLY
ADOPTED A HARD-LINE APPROACH BY STATING ITALIAN POSITION
THAT IT WOULD NOT CLEAR PAA 747 EASTBOUND FLIGHTS
CARRYING MORE THAN 185 FIFTH FREEDOM PASSENGERS (PARA 1).
HOWEVER AFTER PRESENTATION OF US POSITION (PARA 2) AND
PAA SHOWING THAT PAA WOULD NOT LIKELY EXCEED AN OVERALL
CAPACITY LEVEL FOR THE 1978 SUMMER SEASON OF MORE THAN
AN AVERAGE OF 185 PASSENGERS PER FLIGHT, CINA AGREED
TO RECONSIDER. HE LEFT THE MEETING TO CONFER WITH
CIVILAVIA DIRECTOR GENERAL COLLINI AND UPON HIS RETURN,
ANNOUNCED THAT CIVILAVIA WOULD CLEAR THE 747 FLIGHTS
IN DISPUTE FOR TAKE-OFF ON THE UNDERSTANDING THE ISSUE
WOULD BE DISCUSSED FURTHER IN OFFICIAL CHANNELS.
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EMBOFF AGREED TO INFORM THE DEPARTMENT OF STATE OF
ITALIAN DESIRE TO DISCUSS THE ISSUE WITHIN CONTEXT OF
THE UPCOMING BILATERAL CIVIL AVIATION TALKS IN OCTOBER
IF NOT SOONER. CINA PROMISED TO PROVIDE THE EMBASSY
WITH A WRITTEN ACCOUNT OF ITS POSITION AND STATED
THAT CIVILAVIA WOULD NOT TAKE ANY FURTHER ACTION (IN
THE NATURE OF NOT GRANTING CLEARANCES FOR TAKE-OFF)
UNTIL ADDITIONAL BILATERAL DISCUSSION WERE UNDERTAKEN.

4. COMMENT. FOR THE TIME BEING, DISPUTE OVER PAA
747 FLIGHTS CARRYING MORE THAN 185 FIFTH FREEDOM
PASSENGERS PER FLIGHTS HAS BEEN DEFUSED. HOWEVER,
CIVILAVIA OFFICIALS SEEM DETERMINED TO PRESS THE ISSUE
IN COMING MONTHS AND TO SEEK A RESOLUTION AT
LEAST BY THE TIME OF THE BILATERAL CIVIL AVIATION DISCUSSIONS
IN OCTOBER. GIVEN BASIC US-ITALIAN DISAGREEMENT OVER
INTERPRETATIONS OF FORZEN CAPACITY LEVELS AND DEFINITION
OF FIFTH FREEDOM TRAFFIC, CONTINUED US-ITALIAN DIALOGUE
WOULD HELP TO CLEAR UP MISUNDERSTANDINGS.HOLMES

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Message Attributes

Automatic Decaptioning: X
Capture Date: 01 jan 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: THREATS, AIR ROUTES, AIRLINES
Control Number: n/a
Copy: SINGLE
Draft Date: 31 jul 1978
Decaption Date: 01 jan 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 20 Mar 2014
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1978ROME14013
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: N/A
Errors: N/A
Expiration:
Film Number: D780313-0322
Format: TEL
From: ROME
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1978/newtext/t1978073/aaaaacgk.tel
Line Count: 113
Litigation Code IDs:
Litigation Codes:
Litigation History:
Locator: TEXT ON-LINE, ON MICROFILM
Message ID: 7d968a6e-c288-dd11-92da-001cc4696bcc
Office: ACTION EB
Original Classification: LIMITED OFFICIAL USE
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 3
Previous Channel Indicators: n/a
Previous Classification: LIMITED OFFICIAL USE
Previous Handling Restrictions: n/a
Reference: 78 STATE 191605, 78 ROME 13937
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 05 may 2005
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: N/A
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 1914813
Secure: OPEN
Status: NATIVE
Subject: CIVAIR: GOI THREAT TO PAN AM FLIGHTS BEYOND ROME
TAGS: EAIR, IT, US, PANAM
To: STATE
Type: TE
vdkgvwkey: odb://SAS/SAS.dbo.SAS_Docs/7d968a6e-c288-dd11-92da-001cc4696bcc
Review Markings:
Sheryl P. Walter
Declassified/Released
US Department of State
EO Systematic Review
20 Mar 2014
Markings: Sheryl P. Walter Declassified/Released US Department of State EO Systematic Review 20 Mar 2014